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ABSTRACT

This report summarizes recent activities in Ohio provided through Chapter 1 of the Elementary and Secondary Education Act. Information presented includes statistics for fiscal 1989, participation trends, instructional impact, expenditure and staffing patterns, parent involvement, and 5-year trends. The first two sections of the report explain the basic Chapter 1 services provided by Ohio's public school districts. Statistics for 1989 and 5-year trends indicate that the program helps children become successful learners. The third section describes special Chapter 1 services for children of migratory agricultural workers and handicapped, neglected, or delinquent children in state agency schools. Statistics concerning these services indicate the beneficial impact of supplemental services provided through federal aid to education. The report concludes with a brief description of state leadership in implementing Chapter 1 and a 5-year financial and human impact summary. A total of 34 tables supplement the text. (RH)

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Chapter 1 in Ohio

Elementary and Secondary Education Act
24th Annual Evaluation Report

Fiscal 1989

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The Boot

Chapter 1 Helps Children

This 24th annual report summarizes recent activities provided in Ohio through Chapter 1 of the Elementary and Secondary Education Act. Information presented includes statistics for fiscal 1989 (the 1988-89 school year and the summer that followed), participation trends, instructional impact, expenditure and staffing patterns, parent involvement, and five-year trends.

Chapter 1 authorizes a federally funded compensatory program for several groups of educationally disadvantaged children. The legislation directs that priority educational needs of these children be identified and programs designed to provide appropriate supplemental instruction.

Basic provisions of Chapter 1 are funded on the premise that areas with high concentrations of low-income families also have high concentrations of children who are educationally disadvantaged. Public school districts are allocated funds to provide supplemental instruction for these students.

Special provisions of Chapter 1 recognize a federal responsibility to improve the educational opportunities available to the children of migratory agricultural workers. The legislation channels funds through state departments of education for distribution to school districts where influxes of migrant children occur.

Special provisions of Chapter 1 also recognize the need for supplemental instruction to help handicapped, neglected, or delinquent children who attend school in state-operated facilities.

Chapter 1 in Ohio is administered by the Ohio Department of Education's Division of Federal Assistance and Division of Special Education.

Pages 3 to 16 explain the basic Chapter 1 services provided by Ohio's public school districts. Statistics for the current year and five-year trends clearly indicate that this program helps children become successful learners.

Pages 17 to 26 describe the special Chapter 1 services provided for the children of migratory agricultural workers and handicapped, neglected, or delinquent children being educated in state agency schools. Here also the statistics indicate the beneficial human impact of the supplemental services provided through federal aid to education.

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Basic Programs

Nearly all school districts in Ohio qualify for Chapter 1 funds and, except for a few with small allocations, most participate. In fiscal 1989, a total of 610 of 612 districts operated Chapter 1 programs.

The allocation for each school district is based on a formula dependent on the number of children aged five through seventeen residing in the district who are

- From low-income families, based on census data.
- From families receiving Aid for Dependent Children.
- In institutions for neglected or delinquent children.
- In foster homes in the district.

Grant awards to school districts for basic programs for the last five years total over $586,000,000. Note that the grant award increased 10 percent from fiscal 1988 to fiscal 1989.

Chapter 1 is *forward funded*—the money approved for the fiscal year that begins in October is available for use during the school year that begins the next September. Provisions are also made for funds to be carried over and used the following year.

The rationale for forward funding and carryover is to provide school administrators with the flexibility needed to employ staff on a timely basis and to adjust to changes that occur during the school year.

All basic program statistics that appear in the last three columns of Table 1 relate to actual expenditures rather than grant awards.

Table 1
1989 Five-Year Trends: Chapter 1 Expenditures

Fiscal Year	Grant Award	Current Funds	Carryover Funds	Total Expenditures
1985	$103,812,686	$ 92,878,023	$14,082,352	$106,960,375
1986	111,078,740	99,939,241	12,178,549	112,117,790
1987	109,122,668	100,806,094	13,907,213	114,713,307
1988	124,756,042	116,037,825	14,180,488	130,218,313
1989	137,667,582	128,613,251	14,523,066	143,136,317

Student Participation

Most Chapter 1 activities in Ohio are conducted during the regular term, and over half are directed toward serving children in grades one through three (see Table 2). The 610 school districts providing Chapter 1 instruction during the regular term served 139,541 students. The 15 districts having summer-term instruction served 6,256 students. Of these students, 4,151 participated both terms.

Table 2
1989 Chapter 1 Students

	Regular Term		Summer Term		Either or Both Terms	
Grade Ranges	Participants	Percent	Participants	Percent	Participants	Percent
Prekindergarten	2,971	2%	12	*	2,983	2%
Kindergarten	10,598	8	352	5%	10,950	7
Grades 1–3	88,244	63	3,037	49	91,281	63
Grades 4–6	32,490	23	2,253	36	34,743	24
Grades 7–9	4,163	3	485	8	4,648	3
Grades 10–12	1,075	1	117	2	1,192	1
Totals	**139,541**	**100%**	**6,256**	**100%**	**145,797****	**100%**

*Less than 1 percent
**Indicates 4,151 served in both regular and summer terms.

The grade level with the most participants was grade one with 40,104 students. Grade two ranked second with 27,814. Grades three and four followed with 20,326 and 14,493, respectively.

Very few school districts provide Chapter 1 services at the secondary level. On a combined basis, less than 5 percent of all participants in fiscal 1989 were in grades seven or above. The lower percentages of older students do not mean that there are no educationally disadvantaged secondary students. Instead, they indicate that priorities have been established in line with local needs assessment and current levels of funding.

Private school students who meet the selection criteria and who reside in qualified attendance areas are included in the planning for basic Chapter 1 programs and are provided with appropriate services. In fiscal 1989, a total of 5,823 private school students received Chapter 1 instruction.

The U.S. Supreme Court ruled in 1985 that Chapter 1 teachers cannot be sent into church-related private schools to provide instruction (see Table 3). This ruling, *Aguilar v. Felton*, does not negate the portion of Chapter 1 law that requires a school district to consider the needs of private school students when planning its program.

Table 3
1989 Private School Students

Grade Ranges	Participants	Percent
Prekindergarten–Grade 3	3,946	68%
Grades 4–6	1,579	27
Grades 7–12	298	5
Totals	**5,823**	**100%**

Public school administrators in Ohio responded quickly and effectively to this decision. Of the 145,797 students served in fiscal 1989, over four percent were enrolled in private schools. This is similar to the percentage served annually prior to the Supreme Court ruling.

Most private school students were served in conveniently located mobile units (see Table 4). The remainder walked or were transported to public schools or neutral sites.

Local school districts receive extra Chapter 1 funds to help students who reside in homes for neglected or delinquent children. In fiscal 1989, a total of 3,000 students were served.

Table 4
1989 Instruction for Private School Students

Mode of Service	Number of Participants	Percent of Participants
Mobile units	5,502	94%
Public schools	114	2
Neutral sites	207	4
Totals	**5,823**	**100%**

Instructional Areas

Instruction in reading is almost always identified as the most crucial area of need. First priority for participation is given to children most in need of additional help. In fiscal 1989, participants were students who scored at or below the 36th percentile on a standardized achievement test. A total of 120,445 students received reading services in the regular term and 5,466 in the summer term.

The usual procedure is for five or so students to leave their regular classroom for about 30 minutes a day to meet separately with a Chapter 1 teacher. Instruction is geared to a level where each child can be successful.

Mathematics, the second-ranked area of need, is usually conducted in a small-group setting similar to that for reading. A total of 18,471 students participated during the regular 1988-89 school year and 5,323 in the summer.

In a few instances, the district identifies a need for prekindergarten. As Table 5 indicates, 2,971 children under five were involved during the 1988-89 regular term.

Table 5
1989 Chapter 1 Instructional Areas

	Regular Term		Summer Term	
	Participants in Area	Percent of All 139,541 Participants	Participants in Area	Percent of All 6,256 Participants
Reading	120,445	86%	5,466	87%
Mathematics	18,471	13	5,323	85
Prekindergarten	2,971	2	16	
Tutorial*	697	1	597	10

*In subject areas other than reading and math, mostly for neglected or delinquent youth.

Percentages of participants in each instructional area provide a perspective beyond that of numbers. Eighty-six percent of the 139,541 regular-term participants received reading instruction. During the summer term, 87 percent of the 6,256 participants were in reading. The difference in percentage of youngsters served is especially great in mathematics. Note that only 13 percent were served in the regular term, while 85 percent received mathematics instruction in the summer.

Through the years, the extra instruction provided by Chapter 1 and Title I has emphasized improvement of basic reading and mathematics skills. Percentages of all participants involved in these and other instructional areas reflect this trend.

Impact of Reading Instruction

To evaluate the effectiveness and impact of Chapter 1 reading instruction, each local school uses standardized tests to check students' skills with a pretest and a posttest. Differences in test scores are reported in normal curve equivalent (NCE) units (see Table 6).

The NCE system of reporting measures academic gains that can be attributed to extra instruction provided by Chapter 1. To interpret the data, the reader should understand the following:

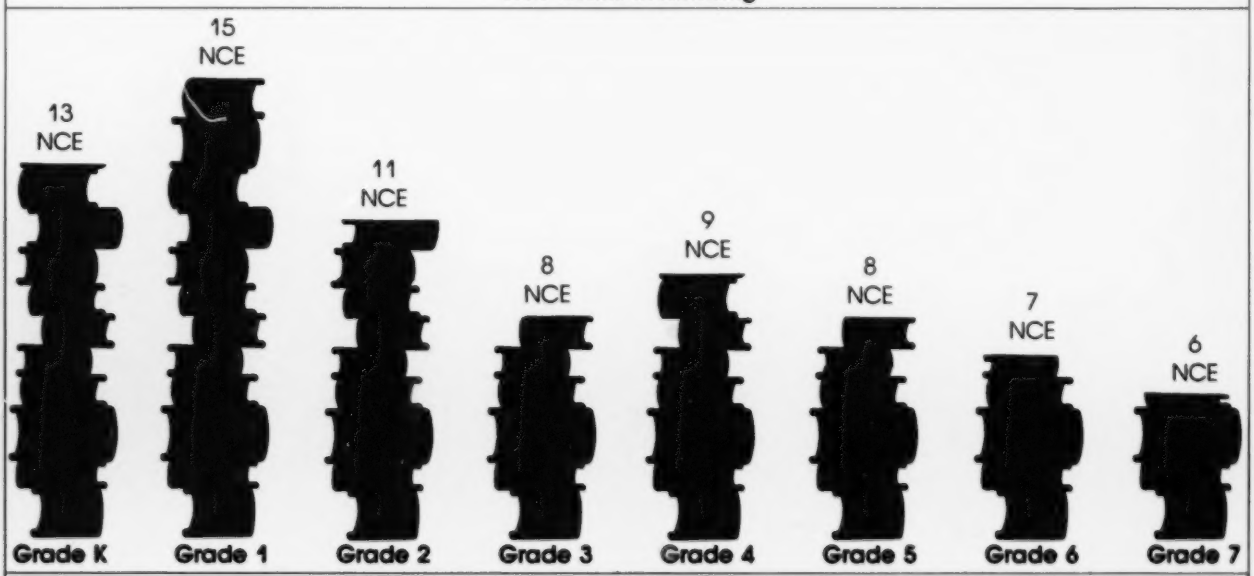
- Scores are reported for only those students who take both the pretest and posttest. Scores are converted to NCEs and composited to the state level.
- With only regular classroom instruction, children are expected to maintain their own position relative to other children in the class—that is, make no NCE gains.
- With the extra Chapter 1 instruction, children are expected to achieve (and make NCE gains) at a faster rate than classmates who have only regular classroom instruction. A gain of 7 NCEs is considered significant. As Table 6 indicates, kindergartners and first graders doubled or nearly doubled this rate in 1989.

The gains made by children in kindergarten and grade one are especially meaningful since 36 percent of all participants were enrolled at these levels. Average gain for all students in Chapter 1 reading during the 1988-89 school year was 12 NCEs.

This extra instruction helped over 120,000 youngsters in Ohio improve their reading skills.

During the past five years, average gains for all grade levels combined have consistently been above the 7 NCEs considered significant. These gains are especially impressive since Chapter 1 serves only those children who score the lowest on a standardized achievement test.

Table 6
1989 Gains in Reading



Average gain was 12 NCEs for all Chapter 1 students, Prekindergarten–12.

Impact of Mathematics Instruction

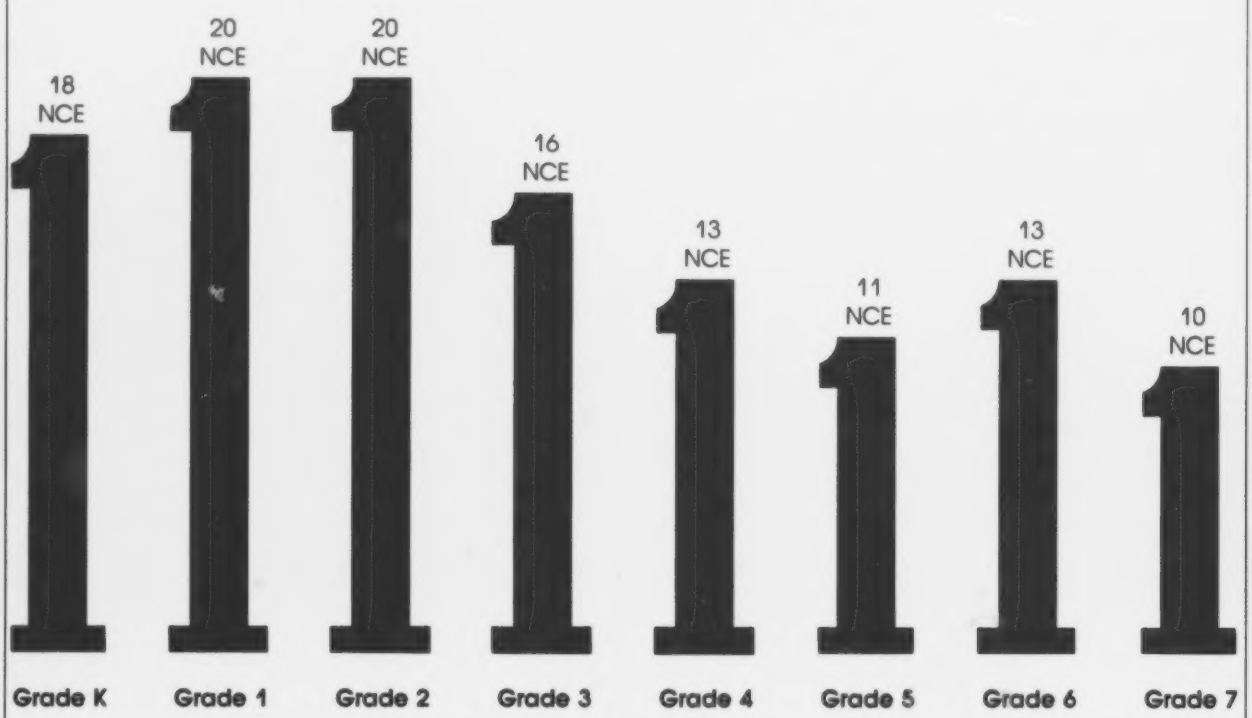
Results on standardized tests are also used to evaluate the effectiveness of Chapter 1 mathematics instruction. The system for reporting is the same as that used for reading (see Table 7).

As 1989 gains in mathematics are studied, keep in mind that there were only 18,471 regular-term participants in this area compared with 120,445 in reading.

Note in Table 7 that the average NCE gain at all grade levels was substantially higher than the 7 NCEs considered significant. The average gain for all students receiving Chapter 1 mathematics instruction was 15 NCEs.

During the past five years, about one of every ten participants received extra mathematics instruction. Gains tend to run higher than those for reading. Also, because of the small numbers of students involved in mathematics, gains tend to fluctuate more than in reading.

Table 7
1989 Gains in Mathemathics



Average gain was 15 NCEs for all Chapter 1 students. Prekindergarten–12.

Expenditure Patterns

People trying to understand the size and scope of Chapter 1 want to know when and how the money is spent.

The money is used for extra instruction, especially in the area of reading (see Table 8). When expenditures within the various instructional areas are viewed as percentages, the importance placed on regular-term instruction and reading is obvious. Expenditures during the summer term are more diversified, with noticeable percentage increases in mathematics and in tutorial services, primarily for neglected or delinquent children who reside in institutions.

The trend in Ohio, not only for the last five years but for the previous nineteen, has been to concentrate expenditures on the improvement of reading skills. Secondary emphasis has consistently been on the improvement of mathematics skills. The only other area with significant expenditures is prekindergarten.

Expenditures can also be categorized by their use for salaries and fringe benefits; instructional materials, supplies, and equipment; and supportive services. As indicated in Table 9, most of the money is used to employ teachers and aides who work directly with children. In contrast, less than one half of one percent is used for equipment and supplies.

Another way to look at Chapter 1 expenditures is by average cost per student receiving extra instruction. In fiscal 1989, the 139,541 children in regular-term activities were served at an average cost of $1,015 each. In a typical six-week summer session, the average cost for each of 6,256 students was $238.

Table 8
1989 Chapter 1 Instructional Areas

	Regular Term		Summer Term		Fiscal Year	
	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent
Reading	$109,915,253	78%	$ 653,774	44%	$110,569,027	77%
Mathematics	16,504,078	12	316,909	21	16,820,987	12
Prekindergarten	5,141,016	4			5,141,016	4
Extended-Day Kindergarten	5,375,777	4			5,375,777	4
Neglected or Delinquent	1,846,946	1	59,317	4	1,906,263	1
Other Services	2,863,783	2	459,464	31	3,323,247	2
Totals	**$141,646,853**	**100%**	**$1,489,464**	**100%**	**$143,136,317**	**100%**

Table 9
1989 Chapter 1 Function Areas

	Regular Term		Summer Term		Fiscal Year	
	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent
Salaries and related costs	$133,534,404	94%	$ 730,212	49%	$134,264,616	94%
Instructional materials, supplies, and equipment	4,972,960	4	383,252	26	5,356,212	4
Supportive services	3,139,489	2	376,000	25	3,515,489	2
Totals	**$141,646,853**	**100%**	**$1,489,464**	**100%**	**$143,136,317**	**100%**

Staff Positions

Table 10 1989 Chapter 1		
	Regular Term	Summer Term
Staff Positions	Full-Time Equivalent	Full-Time Equivalent
Teachers/tutors	3,201	293
Teacher aides	692	153
Coordinators, supervisors, directors	136	19
Clerical Staff	84	19
Other supportive staff	69	22
Totals	**4,182**	**506**

Ninety-four percent of all Chapter 1 expenditures in 1989 were for salaries and related costs. Who received these salaries and what services did they provide to students? An overview of staff positions in Table 10 provides a general answer.

A total of 3,201 teachers, some of whom worked as tutors, were employed during the regular term, and 293 worked during the summer.

Chapter 1 teachers are sometimes assisted by aides. In 1989, 692 aides assisted Chapter 1 teachers during the regular term. In the summer, 153 aides were employed.

During the regular term, 93 percent of the full-time equivalent positions were filled by teachers, tutors, and aides who worked directly with children. In the summer, 88 percent of the positions were filled by teachers, tutors, and aides.

The overall effectiveness of Chapter 1 depends on concentrated, direct instruction of children. The average regular-term teacher met with 44 children per day, with five per class. During the summer, when morning-only sessions are typical, the average teacher met with 15 to 23 children per day, with five to sixteen per class.

Inservice Education

The teachers, aides, and others who are responsible for helping Chapter 1 participants become successful learners need to renew or upgrade their skills periodically. For this reason, even though many Chapter 1 teachers have master's degrees and numerous years of successful teaching experience, inservice education is considered an important Chapter 1 activity.

In 1989, a total of $492,471 was used to provide inservice education. Staff members who worked with Chapter 1 participants had the opportunity to improve their skills and understanding through these inservice activities.

In some instances, inservice is provided by the local district. In many counties and multicounty areas, districts work together to provide more comprehensive inservice education.

Parent Involvement

The major goal of all parent involvement related to Chapter 1 is improved student achievement. As would be expected, types of involvement are varied (see Table 11). A very important type, parent advisory council membership, is discussed separately in this report.

Parents of all Chapter 1 participants are also encouraged to meet with Chapter 1 teachers to discuss the progress and learning problems of their children. Classroom teachers are sometimes invited to participate in the same conference to provide a more coordinated approach to helping the child.

Many parents visit their child's Chapter 1 class; help make instructional games for use at home; attend meetings with guest speakers; or help out as volunteer tutors, aides, or monitors.

Teachers in some districts visit homes to encourage parent involvement and to gain a better understanding of the needs of individual children.

In fiscal 1989, nearly 89,000 parents of Chapter 1 students were involved in one or more of the types of activities included in Tables 11 and 12.

Table 11
1989 Types of Parent Involvement

	Parents*
Individual conferences with Chapter 1 staff members	110,196
Classroom visits by parents	35,560
Group meetings (in addition to council meetings)	41,252
Planning (In addition to council meetings)	15,373
Home visits by Chapter 1 staff members	8,251

*An estimated total of 88,989 parents of Chapter 1 students were involved one or more times in the listed activities.

Table 12
Five-Year Trends: Types of Parent Involvement

Fiscal Year	Individual Conferences	Classroom Visits	Group Meetings*	Planning*	Home Visits
1985	98,632	29,784	29,194	6,642	8,832
1986	99,679	28,710	29,408	8,267	8,166
1987	101,798	30,706	29,765	7,115	7,391
1988	102,013	30,603	37,808	12,522	7,264
1989	110,196	35,560	41,252	15,373	8,251

*In addition to council meetings

Parent Advisory Councils

Chapter 1 regulations require school districts to convene an annual public meeting for the purpose of explaining activities and programs to the parents of eligible children. Districts may provide reasonable support for additional parent activities.

Chapter 1 legislation dropped the restrictive requirements of its predecessor, Title I, for formal school and district councils. However, many districts in Ohio continued school councils as locally designed organizations (see Table 13). District councils were kept in many districts, but without rigid requirements. Thus, members and school administrators were able to modify their procedures to suit local needs better.

Involvement of parents in an advisory role significantly increased the effectiveness of Chapter 1. Typical activities of school council members included working on committees, observing in classrooms, organizing activities for other parents, and working as volunteers.

At the district level, council members were likely to discuss and recommend ways to improve the district's Chapter 1 activities as they relate to the needs of children, help arrange districtwide or countywide meetings for parents of all Chapter 1 participants, or assist with exchanges of information through newsletters or tours of Chapter 1 classrooms.

During Fiscal 1989, a total of 5,043 advisory council meetings were held at the school level, where membership totaled 13,189. District advisory council membership totaled 3,206. In addition to local school and district meetings, council members were encouraged to organize and attend county or multidistrict meetings.

During the past five years, membership on district advisory councils has averaged 3,600 yearly (see Table 14). Although the number of persons who officially serve as district council members has been declining, the total number of parents involved in Chapter 1 activities is quite high.

One of the main reasons for the successful involvement of parents is that Chapter 1 teachers and school principals have reached out to them and convinced them that they can make important contributions to their children's academic achievement.

Table 13

1989 Council Membership	School Councils	District Councils
Parents of public school participants	12,657	3,026
Parents of private school participants	532	180
Totals	**13,189**	**3,206**

Table 14
Five-Year Trends: Council Membership

Fiscal Year	School Councils	District Councils
1985	16,585	3,982
1986	14,155	3,939
1987	17,628	3,554
1988	11,190	3,174
1989	13,189	3,206

Chapter 1 Basic Programs: Summary of Successes

Chapter 1 helps children! Evaluation data gathered in local school districts and compiled at the state level clearly indicate that thousands of children are helped each year. The following list provides supportive evidence and a summary of Chapter 1 operations during fiscal 1989 (the 1988-89 school year and the summer that followed).

- Of Ohio's 612 school districts, 610, or 99 percent, conducted Chapter 1 programs.
- Local school districts spent a total of $143,136,317 in Chapter 1 funds to provide extra instruction for 145,797 educationally disadvantaged children.
- Most Chapter 1 activities were in the regular school term, during which over 99 percent of the participants received instruction and most of the expenditures were made.
- Ninety-six percent of the students receiving Chapter 1 instruction were in grade six or below. The greatest concentration of pupils, 74 percent, was in grades one through four.
- Highest priority for Chapter 1 services is given to reading. Over 86 percent of all regular-term participants and 95 percent of all summer-term participants received instruction in this area.
- Chapter 1 participants are making significant achievement gains. Students receiving extra instruction in reading gained an average of 12 NCEs (the normal curve equivalent unit of measure especially designed to measure Chapter 1 progress). Students receiving mathematics instruction also gained an average of 15 NCEs. (A gain of 7 or above is considered significant.)
- Seventy-eight percent of all expenditures for the year were directed toward reading instruction. Next in money expended were mathematics and prekindergarten, with 12 and 4 percent, respectively.
- Ninety-four percent of all expenditures for the year were for staff salaries and related fringe benefits.
- School districts hired 3,201 teachers or certified tutors, on a full-time equivalent basis, to instruct Chapter 1 participants during the regular term. During the summer term, districts hired 928 teachers or tutors on a full-time equivalent basis.
- Parent advisory councils were an integral part of Chapter 1. A total of 3,805 people served on district councils and 15,189 were on building councils.

Several reasons for the success of Chapter 1 are apparent:

- Provision of concentrated instructional services for selected educationally disadvantaged children
- Emphasis on needs assessment and diagnostic-prescriptive instruction
- Concentration on improvement of reading and mathematics skills
- Coordination with classroom instruction
- Reliance on school principals as instructional leaders
- Support by local boards of education with additional funds for Chapter 1 purposes

Summary of Successes, continued

- Meaningful involvement of parents

This program is working in Ohio, but much more must be done if the instructional needs of eligible children are to be met in the future. The following courses of action by school administrators are recommended:

- Continue to use available funds prudently.
- Encourage teachers, principals, and parents to work together to plan and carry out Chapter 1 instructional activities.
- Urge teachers to continue to develop personalized instructional plans for each Chapter 1 participant.
- Seek ways to motivate more children to improve their reading and mathematics skills.
- Continue to involve parents in meaningful activities.

Convince legislators, educators, and the public through effective publications, audiovisual presentations, and speaking engagements that Chapter 1 helps children.

Concerned parents, educators, and other community leaders must also convince the President, members of Congress, and other government officials that

- Chapter 1 helps thousands of children annually to improve their reading and mathematics skills and to be successful in school.
- Much remains to be done to help thousands of additional educationally disadvantaged children each school year.
- Children who are not helped to master basic academic skills are more likely to end up on unemployment and welfare rolls in the future and cost more in tax dollars instead of less.
- Local public school districts and states cannot solve educational problems alone. Federal aid for areas of special need is essential.

Special Programs

Special Programs for Migrant Children

Educational programs for children of migratory agricultural workers are currently funded through special provisions in Chapter 1 of the Elementary and Secondary Education Act.

Annual grant awards to the state are based on a count of school-age children and the number of days they are in Ohio. Recruiters locate families as they move from state to state and community to community, register the children and have information about them sent to the national Migrant Student Record Transfer System, and tell parents about the educational services provided through Chapter 1.

Three main crops (pickles, tomatoes, and sugar beets) and truck farming attract workers and their families to Ohio. School districts, primarily in northwestern and western parts of the state, that anticipate influxes of migrant students apply to the Ohio Department of Education for funds. Allocations and budgets are based on the number of students expected and the services to be provided (see Table 15). If enrollments run higher or lower, adjustments are made. The number of students who enroll each year fluctuates with labor demands and weather conditions, such as the rainy spring last year.

A few migrant families arrive in Ohio in time for spring plowing. The greatest influx is during June, July, and August. Many families stay until the first frost in late September or early October. Attendance figures for 1989 indicate a 934 school-year enrollment, and a 1,176 summer enrollment.

Between 51 and 61 percent of the migrant youngsters receiving Chapter 1 instruction are usually enrolled in grades one through six. From 22 to 25 percent are typically in kindergarten, preschool, or summer daycare. The remainder are in grades seven through twelve.

Instructional emphasis is on helping younger children develop English language skills. Oral language, in particular, is stressed because many of the children are predominantly Spanish-speaking. Improvement of reading and mathematics skills is also emphasized. The typical student often receives instruction in more than one subject area, especially during the summer.

At the secondary level during the spring and fall, migrant students have the same course choices as local students. Chapter 1 migrant funds are used primarily to provide teachers for tutoring, as needed. During the summer, both academic and vocational subjects are offered. Several school districts schedule summer evening classes so that older students can both work and attend school.

Table 15
Districts and Chapter 1 Participants

Fiscal Year	Grant Award	Districts	Participants
1985	$1,492,449	24	3,268
1986	1,349,893	23	3,407
1987	1,297,904	23	2,854
1988	1,350,587	22	2,956
1989	1,265,375	22	2,670

Ninety-one percent of the funds for migrant education is used for staff salaries and fringe benefits (see Table 16). Because of the nature of migrant education, supportive services are necessary. During the summer months, pupil transportation and food services must be provided. Other supportive services include student recruitment and transmission of health and educational information to the Migrant Student Record Transfer System.

Table 17 indicates numbers of instructional, administrative, and supportive staff employed on a full-time equivalent basis.

Parent involvement is required by law. Types of involvement include school and class visits, conferences with teachers, parent advisory council membership, and assistance with recruitment of students (see Table 18).

Table 16
Expenditures by Function Areas

Function Areas	1985	1986	1987	1988	1989
Salaries, fringe benefits	86%	89%	83%	88%	91%
Instructional materials, supplies, equipment	1	1	1	3	2
Other services	13	10	14	9	7

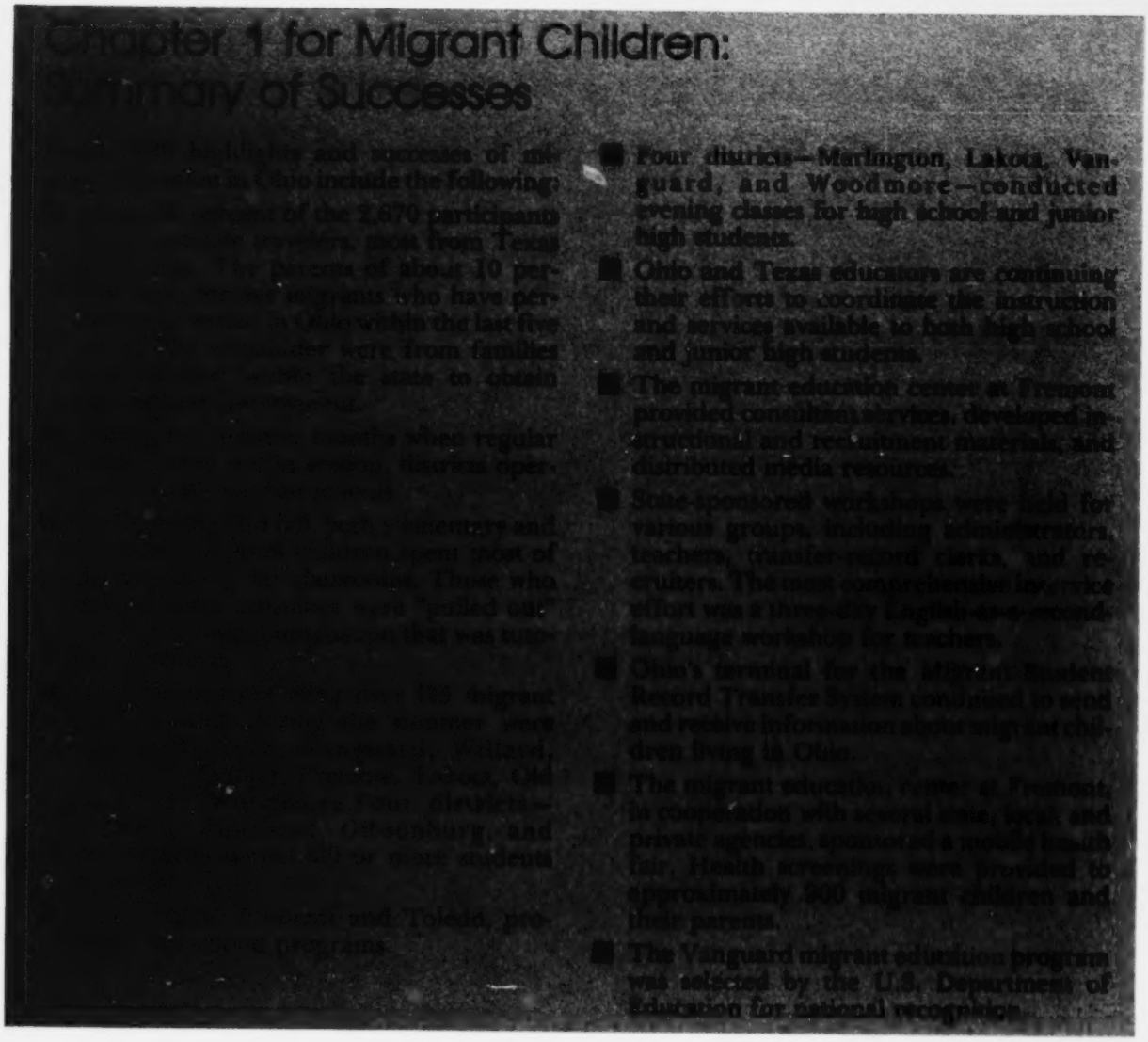
Table 17

Staff Positions (Full-Time Equivalent*)	Regular Term	Summer Term
Teachers	37	85
Teacher aides	15	59
Directors, coordinators	6	12
Transfer record clerks	14	12
Recruiters	11	10
Transportation personnel	1	21
Food service workers	—	17
Custodians	1	13

*For number of weeks respective programs were in operation

Table 18
Parent Involvement

Types of Involvement	Fall 1988	Year-Round 1988–1989	Spring 1989	Summer 1989
School/class visits	117	0	6	614
Individual conferences	96	10	10	168
Advisory council membership	137	3	5	70
Recruitment assistance	48	8	6	65


Chapter 1 for Migrant Children:
Summary of Successes
Four districts—Marlington, Lakota, Vanguard, and Woodmore—conducted evening classes for high school and junior high students.
Ohio and Texas educators are continuing their efforts to coordinate the instruction and services available to both high school and junior high students.
The migrant education center at Fremont provided consultant services, developed instructional and recruitment materials, and distributed media resources.
State-sponsored workshops were held for various groups, including administrators, teachers, transfer-record clerks, and recruiters. The most comprehensive in-service effort was a three-day English-as-a-second-language workshop for teachers.
Ohio's terminal for the Migrant Student Record Transfer System continued to send and receive information about migrant children living in Ohio.
The migrant education center at Fremont, in cooperation with several state, local, and private agencies, sponsored a migrant health fair. Health screenings were provided to approximately 300 migrant children and their parents.
The Vanguard migrant education program was selected by the U.S. Department of Education for national recognition.

Special Programs for Handicapped Children

Another of the three special sections of Chapter 1 provides supplementary funds to meet important educational needs of handicapped children in state-operated and state-supported schools. In Ohio, during each of the past five years, an average of 4,359 children have received educational assistance through this source of federal aid (see Table 19).

Table 19
Programs, Participants, and Funds

Fiscal Year	Programs	Participants	Grant Awards
1985	107	4,663	$4,938,307
1986	107	4,130	4,781,118
1987	99	4,651	4,393,710
1988	97	4,274	4,149,006
1989	93	4,075	3,844,332

Grant awards are based on annual child-count data and reflect declining enrollments in state-operated schools. Funding levels during the past five years have been sufficient for school officials to provide concentrated services for the children selected for Chapter 1 participation.

In fiscal 1989, a total of 4,075 handicapped children were provided Chapter 1 services in the following types of special-purpose schools:

- Eighty-two schools operated by county boards of mental retardation and developmental disabilities served 3,671 youngsters.
- Four schools in residential developmental centers administered by the Ohio Department of Mental Retardation and Developmental Disabilities served 38 children.
- Seven schools within psychiatric hospitals operated by the Ohio Department of Mental Health served 90 emotionally disturbed children.
- Two residential schools administered by the Ohio Department of Education—the Ohio State School for the Blind and the Ohio School for the Deaf— served 276 students.

Ninety percent of the handicapped children in Ohio who received Chapter 1 services were enrolled in county-operated schools (see Table 20). The others attended school on the premises of the state facility where they permanently or temporarily lived.

Table 20
Chapter 1 Participants by Type of School

Type of School	1985	1986	1987	1988	1989
County Boards of Mental Retardation and Developmental Disabilities	3,955	3,509	4,205	3,849	3,671
Mental Retardation and Developmental Disabilities Centers	83	53	33	36	38
Mental Health Hospitals and Centers	349	323	173	148	90
Ohio School for the Deaf	163	132	129	135	141
Ohio State School for the Blind	113	113	111	106	135
Totals	**4,663**	**4,130**	**4,651**	**4,274**	**4,075**

Special Chapter 1 funds for handicapped children are used to provide educational services that supplement those provided by state and other federal funds. An assessment of instructional needs frequently leads to a provision of services for children who are under or above the traditional school ages of six through 17. Note in Table 21 that from 31 to 43 percent have been age five or under. Information on participants ages 18-21 is not collected separately.

Ninety-eight percent of all funds made available in fiscal 1989 through state agency provisions of Chapter 1 for handicapped children were used for instructional salaries, fringe benefits, or contracted personal services.

Instructional activities and services for handicapped children are quite diversified. The types of teachers, specialists, and aides employed and the number of children they serve indicate instructional priorities (see Table 22).

A way to look at the trend in program priorities is to focus on the percent of all Chapter 1 participants served in each instructional area (see Table 23). Fluctuations in percentages tend to reflect shifts in the types of children served and the availability of other funding sources.

Table 21
Five-Year Trends: Handicapped Students

Fiscal Year	Participants	Age Ranges		
		5 or Under	6–12	13–21
1985	4,663	31	23	46
1986	4,130	34	22	44
1987	4,651	37	23	40
1988	4,274	41	20	39
1989	4,075	43	18	39

Table 22
Staff and Children by Instructional Areas

Instructional Areas (Rank Order by Numbers of Children Served)	Chapter 1 Staff (Full-Time Equivalent)		Children Served			
	Teachers/ Specialists	Aides	Ages 0–5	Ages 6–12	Ages 13–21	Totals
Multihandicapped	1	98	68	299	474	841
Preschool/early childhood	5	59	791	9	—	800
Infant stimulation	20	11	465	—	—	465
Developmental	2	13	68	148	199	415
Prevocational training	9	10	—	68	330	398
Language Development	3	2	78	74	163	315
Behavior management	6	10	82	61	86	229
Physical development	1	9	50	58	121	229
Occupational therapy	1	3	69	41	39	149
Speech/hearing therapy	2	—	6	18	41	65

Table 23
Five-Year Trends: Program Priorities by Percent of Children Served

Instructional Areas	1985	1986	1987	1988	1989
Multihandicapped	12%	18%	19%	17%	21%
Preschool/early childhood	9	9	14	14	20
Prevocational training	14	13	15	21	10
Language development	20	8	13	9	8
Developmental	8	4	9	8	10
Infant stimulation	8	12	9	9	11
Occupational therapy	6	4	8	4	4
Behavior management	3	5	6	7	6
Physical development	5	9	5	9	6
Speech/hearing therapy	5	1	3	2	2
Children served in one or more areas	**4,663**	**4,130**	**4,651**	**4,274**	**4,075**

Another way to look at the impact of Chapter 1 funding on handicapped children is through the services provided within each of the types of schools.

The schools operated by county boards served the most children, and as would be expected, their Chapter 1 services were the most diversified. Preschool, multihandicapped, and developmental classes were typical priorities in fiscal 1989.

State institutions for the mentally retarded and developmentally disabled used Chapter 1 funds for staff inservice.

At the schools for hospitalized emotionally disturbed children, most Chapter 1 instruction was directed toward prevocational and career awareness orientation. Improvement of reading and mathematics skills was a secondary priority.

Students at the Ohio School for the Deaf were provided occupational therapy services and extra classroom assistance through the employment of aides.

Chapter 1 at the Ohio State School for the Blind included mobility training, activity therapy, and improvement of daily living skills.

Because of the severity of handicaps and diversity of Chapter 1 services, statistics compiled at the state level must be generalized. As Table 24 indicates, from 83 to 88 percent of the students in all age ranges successfully achieved over one-half of their short-term objectives in fiscal 1989.

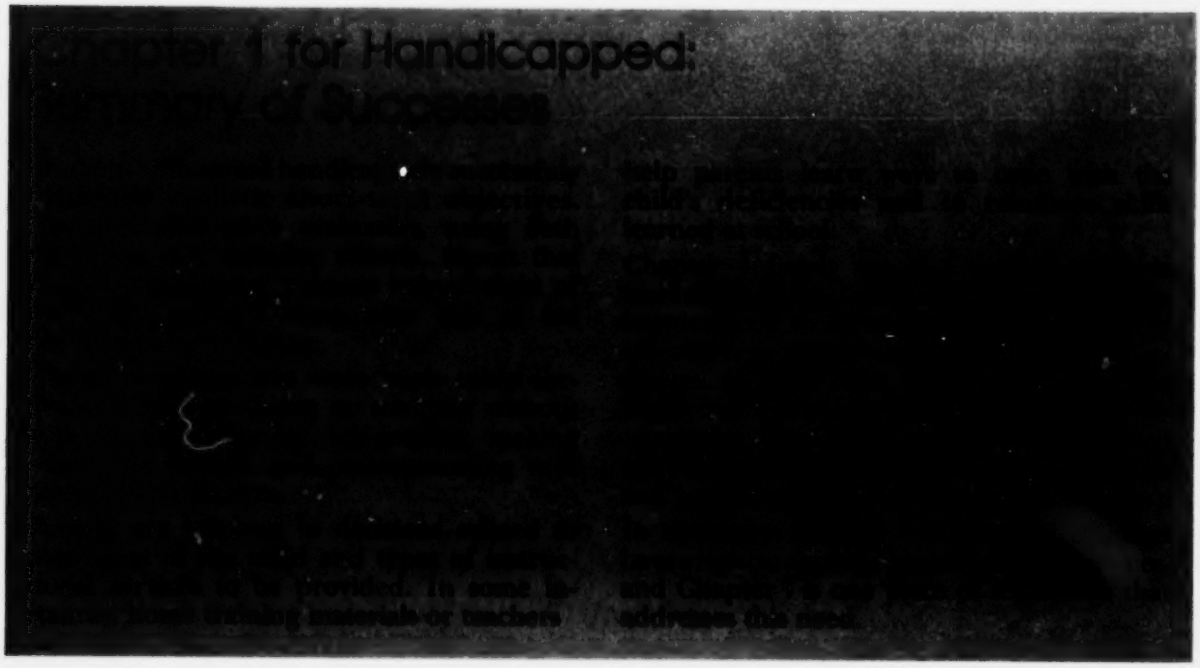
Five-year trends in student progress provide another indicator of the success of Chapter 1 services for the handicapped. Note in Table 25 that from 83 to 86 percent of all students achieved over half of their short-term objectives in each of the last five years.

Table 24
1989 Student Progress
With Short-Term Objectives

Degree of Improvement	Ages 0–5	Ages 6–12	Ages 13–21	All Age Ranges
Marked improvement (80–100% achieved)	49%	36%	33%	40%
Improvement (50–79% achieved)	39	51	50	46
Little or no improvement (49% or less achieved)	11	13	17	14

Table 25
Five-Year Trends: Student Progress
With Short-Term Objectives

Degree of Improvement	1985	1986	1987	1988	1989
Marked improvement (80–100% achieved)	38%	43%	39%	40%	40%
Improvement (50–79% achieved)	46	40	45	45	46
Little or no improvement (49% or less achieved)	16	17	16	15	14



Special Programs for Neglected or Delinquent Children

Separate provisions of Chapter 1 also provide funds for improved educational opportunities for neglected or delinquent children who attend state agency schools. The Ohio Department of Youth Services, the Ohio Department of Rehabilitation and Correction, and the Ohio Veterans' Children's Home receive funds and conduct Chapter 1 programs.

During fiscal 1989, the Ohio Department of Youth Services used Chapter 1 funds to help 1,209 delinquent youngsters in seven schools. Emphasis was placed on additional basic skills instruction in the areas of reading and mathematics. Supportive services included language development, with written communication skills.

The Ohio Department of Rehabilitation and Correction provided supplemental reading and mathematics instruction to 378 inmates 15 to 20 years of age serving terms at Southeastern Correctional Institution and Lebanon Correctional Institution.

The Ohio Veterans' Children's Home in Xenia provided 195 residents with extra reading instruction, speech and language instruction, tutorial assistance, and motor sensory activities.

During each of the last five years, over $1,000,000 has been available to provide supplemental instruction to an average of 1,610 neglected or delinquent children, nearly all of whom were wards of the state or the courts (see Table 26).

Table 26
Programs, Participants, and Funds

Fiscal Year	Programs	Participants	Grant Award
1985	14	1,795	$1,279,301
1986	13	1,290	1,411,032
1987	12	1,555	1,488,281
1988	12	1,626	1,682,647
1989	12	1,782	1,780,471

Participation and Instructional Patterns

The number of participants served each year tends to vary in line with the number of children committed to agency care (see Table 27).

As would be expected, most students served through this special Chapter 1 program are older than students in other Chapter 1 classes. Table 28 reflects the fact that one half of them are beyond the typical age for high school enrollment.

Though the age ranges are different, the top priority for instruction is consistently identified as improvement of basic reading or mathematics skills (see Table 29). In some instances, the students receive extra help in both areas.

Table 27
Chapter 1 Participants by State Agency

Agency	1985	1986	1987	1988	1989
Ohio Department of Youth Services	1,054	529	906	1,195	1,209
Ohio Department of Rehabilitation and Correction	564	633	503	301	378
Ohio Veterans' Children's Home	177	128	146	130	195
Totals	**1,795**	**1,290**	**1,555**	**1,626**	**1,782**

Table 28
1989 Participants

Age Ranges	Participants	Percent
5–12	71	4%
13–17	801	45
18–20	910	51
Totals	1,782	100%

Table 29
Instructional Areas by Percent of All Participants

Fiscal Year	Reading	Mathematics
1985	59	57
1986	55	69
1987	62	66
1988	70	53
1989	67	57

Expenditure and Staffing Patterns

Table 30	
1989 Staff Positions	**Full-Time Equivalent**
Teachers/tutors	29
Teacher aides	11
Supervisors/directors	4
Other	6
Total	**50**

Table 31 Expenditures by Instructional Areas					
Instructional Areas	**1985**	**1986**	**1987**	**1988**	**1989**
Reading	63%	50%	50%	45%	66%
Mathematics	33	44	45	27	24
Other*	4	6	5	28	10
*Includes tutorial services and language development					

Historically, 93 percent or more of all expenditures go for instructional salaries, fringe benefits, and personal-service contracts.

Expenditures for salaries and related costs are used almost entirely to employ teachers and aides who work directly with students. Employment patterns for fiscal 1989 are indicated in Table 30.

Expenditures can also be categorized by instructional areas. During each of the past five years, from 50 to 66 percent of all available funds were used to improve reading skills. Another 24 to 45 percent of the expenditures were for mathematics instruction (see Table 31).

Evaluation Procedures

To evaluate academic progress in reading and mathematics, standardized tests were used in the fall and again in the spring. Differences in test scores were reported in normal curve equivalent (NCE) units.

The NCE system of reporting has been used since 1984 to measure academic gains that can be attributed to extra instruction provided by Chapter 1 for neglected or delinquent children who attend state agency schools.

To interpret the NCE gains, the reader needs to understand the following:

- Scores are reported for only those students who take both the pretest and posttest. Test scores are converted to NCEs and composited to the state level.
- With only regular classroom instruction, students are expected to maintain their own position relative to other students in the class—that is, make no NCE gains.
- With extra Chapter 1 instruction, students are expected to achieve (and make NCE gains) at a faster rate than classmates who have only regular instruction. Considering the population being served, any number of NCE gains should be regarded as progress.

Gains in Reading and Mathematics

A total of 1,191 neglected or delinquent students in state agency schools received Chapter 1 reading instruction in fiscal 1989. Because dates of enrollment are often dependent on court orders and paroles or releases, the 688 sets of reading test scores that were generated during the norming dates specified by test manufacturers were used as a sampling group. The average gain for this group was 9 NCEs.

The same system of testing and reporting is used for evaluating academic progress in mathematics (see Table 32). A total of 1,020 students were enrolled in Chapter 1 mathematics classes, and 726 sets of test scores were generated for sample purposes. The average gain here was 12 NCEs.

Because of the low number of students who generate both pretest and posttest scores, NCE gains tend to fluctuate from year to year.

Table 32
Four-Year Trends: Gains in Reading and Mathematics

Fiscal Year	Average NCE Gains	
	Reading	Mathematics
1985	7	7
1986	10	6
1987	4	12
1988	11	9
1989	9	12

State Leadership

All Chapter 1 funds are channeled through state departments of education. In Ohio, the Division of Federal Assistance administers Chapter 1 programs. One exception is that the Division of Special Education administers the component that provides funds to state agency schools for the handicapped.

A staff of 15 to 18 experienced school administrators and educational consultants provides technical assistance to local districts and state agencies to ensure delivery of concentrated and effective instructional services to children.

Major services provided by the Ohio Department of Education to local school districts and to state agency schools include

- Assistance in planning and developing project proposals
- Review of project proposals received from applicant agencies
- Assistance with revision of proposals to meet federal guidelines
- Approval of project proposals
- Assistance with project implementation, staff development, parent involvement, evaluation, fiscal accounts, reports, and dissemination of information
- Determination of allocations, disbursements of funds, and preparation of statistical and financial reports

The principal means by which division staff members provide information about the various programs are office conferences; field services; meetings with local staff and parent advisory councils; state and regional workshops; and publications, audiovisual presentations, and speaking engagements.

During fiscal 1989, numerous conferences and workshops were sponsored by the Division of Federal Assistance. Major events included a statewide conference for program administrators, Chapter 1 teachers, and parents; a meeting for new Chapter 1 coordinators; several meetings for federal program directors from large districts; and various meetings for migrant education coordinators, teachers, aides, and support personnel.

Guidelines for Chapter 1 require the state educational agency to disseminate pertinent information. The Division of Federal Assistance distributes printed information about guidelines, application procedures, and a variety of promising educational practices.

State publications for fiscal 1989 included the preceding edition of *Chapter One in Ohio* and *The Clipboard*, a periodic report about the various programs administered by the Division of Federal Assistance.

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Chapter 1 in Ohio

Table 33 Five-Year Financial Summary Grant Awards					
Programs	**1985**	**1986**	**1987**	**1988**	**1989**
Basic	$103,812,686	$111,078,740	$109,122,668	$124,756,042	$137,667,582
Migrant	1,492,449	1,349,893	1,297,904	1,350,587	1,265,375
Handicapped	4,938,307	4,846,697	4,393,710	4,149,006	3,844,332
Neglected or delinquent	1,279,301	1,411,032	1,488,281	1,682,647	1,780,471
Totals	**$111,522,743**	**$118,686,362**	**$116,302,563**	**$131,938,282**	**$144,557,760**

Table 34 Five-Year Human Impact Summary Number of Students Receiving Extra Instruction					
Programs	**1985**	**1986**	**1987**	**1988**	**1989**
Basic	140,063	137,439	131,244	140,933	145,797
Migrant	3,268	3,407	2,854	2,956	2,670
Handicapped	4,663	4,130	4,651	4,274	4,075
Neglected or delinquent	1,795	1,290	1,555	1,626	1,782
Totals	**149,789**	**146,266**	**140,304**	**149,789**	**154,324**

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